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ABSTRACT

This pamphlet proposes a plan for synthesizing practices which will afford an intensive and systematical approach to the achievement of beneficial library legislation nationwide. The goal of the plan is to bring maximum constituent effort to bear upon the Congress, the several state legislatures, national and state administrations, and appropriate regulatory agencies, in support of library programs and the ideals of the library profession. Its specific objectives are outlined, and guidelines are offered in the following areas: (1) the establishment of a national legislative structure for libraries on the basis of state components, (2) the formulation of state library legislation committees, (3) the initiation of legislative contacts with federal and state officials, (4) the role of state legislative coordinators, (5) legislative advocacy within state capitols, (6) the role of federal relations coordinators, (7) communications with key proponents of beneficial library legislation, (8) the role of library association publications in reporting legislative activity, (9) the development of citizen newsletters on library legislation, and (10) the dissemination of relevant information from Washington. (FM)

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THE NATIONAL LEGISLATIVE NETWORK FOR LIBRARIES: A MASTER PLAN

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THE NATIONAL LEGISLATIVE NETWORK FOR LIBRARIES: A MASTER PLAN

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Legislation Committee
American Library Association

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INTRODUCTION

This Master Plan has as its premise the need for a more intensive and systematical approach to the achievement of beneficial library legislation in the years ahead. It was first presented in draft form at the ALA Legislative Workshop, Washington, D.C., February 1, 1973, where it was analyzed and discussed at length. Revisions were made in the draft as a result of comments and suggestions of panelists and conference attendants.

That library development at the state level has been uneven is documented in a 1970 study of state support for public libraries.[1] Less predictable was the researchers' discovery that relatively high achievement in this area has little or no correlation with population, wealth or other socio-economic characteristics of a state.

What can be inferred is a high correlation between legislative success and the program of action employed by proponents. In an attempt to develop a profile of legislative operations within each state a three-page questionnaire was mailed in the fall of 1972 to the president of every state library association and association of school librarians. Fifty-four completed questionnaires were returned, representing 38 states and the District of Columbia. They included 36 state library associations and 18 school library associations.

As was to be expected the returns show a wide spread in the stages of development of state associations and their legislative action programs. Thus some states will require a far greater effort than others to achieve a standard level of operation.

This Master Plan is a synthesis of the most successful practices which can be identified nationwide. No single state has all of the elements which are proposed. It seems essential, however, to construct the strongest possible mechanism at this critical period in library development, recognizing the huge effort which will be required.

The stakes are high. If every state could be prevailed upon to increase its support of school, public and academic libraries by a total of $1.00 per capita, these additional funds would exceed the amount which the federal government spent for its major support programs in these areas in 1972-73.

At the federal level the situation is ominous. In 1971-72, after considerable effort, appropriations were secured totalling $164.5 million for ESEA Title II (School Library Resources), LSCA (Library Services & Construction Act), and HEA Title II A&B (College Library Resources & Library Training and Research). In addition $50 million were appropriated for NDEA Title III-A (Instructional Assistance under the National Defense Education Act) and HEA Title VI-A (Equipment & Materials for Higher Education). In 1972-73 less than $140 million were requested by the Administration for the first three programs, and no funds were originally requested for NDEA III-A or HEA VI-A. This time efforts to increase these and other education items failed.

For fiscal year 1973-74 the Administration has recommended 0 funding for all library programs.

Public Libraries were directed toward general revenue sharing funds allocated to state and local governments. To date they have had only moderate and sporadic success in securing such funds, and

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[1] *Douglas St. Angelo, Annie Mary Hartsfield and Harold Goldstein. State Library Policy: Its Legislative and Environmental Contexts. Chicago, American Library Association, 1971. ($4.50, 118 p.).*

then largely for construction purposes. School library support is, under the Administration's plan, to be subsumed under special education revenue sharing, with no requirement that any specific amount be expended exclusively for library materials. No alternatives to HEA have even been offered to college libraries.

With considerable residual interest in existing library programs remaining in the Congress there is no cause for despair. On the other hand it is clear that a far greater effort than ever before must be mounted in support of federal assistance to libraries of all types.

THE NATIONAL LEGISLATIVE NETWORK FOR LIBRARIES: A MASTER PLAN

I. GOAL

To bring maximum constituent effort to bear upon the Congress, the several state legislatures, national and state administrations, and appropriate regulatory agencies in support of library programs and the ideals of the library profession.

One need only scan ALA's Legislative Policy Statement[1] to appreciate the variety of areas in which the federal government has or can have an important effect upon the quality of library service in the nation. The accomplishments of the Washington Office in the last twenty years, supported by the rest of the Association, its chapters and its members everywhere, are impressive indeed whether measured in funds for libraries; the materials, building and service purchased with these funds; or the many ancillary benefits within the power of the federal government to grant.

The current Administration, however, intends to kill all major programs of federal support for libraries, in what would be an unmitigated disaster. Copyright revision and postal rate increases are among other problems. The need for a national library network becomes increasingly urgent as our technological society expands and becomes more complex.

At the same time the responsibility of each state for the promotion and funding of library service has in many cases hardly been faced, and in no instance is it being fully discharged. Areas which ought to be of especial state concern include elementary school libraries; the funding of school library service at all levels in light of recent judicial decisions in several states on the equalization of school finance; college library service for new and expanding state institutions; public library finance in the context of property tax reform; regional public library systems; and statewide networks involving all types of libraries.

Federal revenue sharing with the states and localities presents certain opportunities for libraries which they must be aggressive in seizing. Past battles in Washington to secure funds for libraries are being repeated in each state, and, it would seem, for the same funds.

Intellectual freedom, employee rights and benefits; full exploitation of new communication techniques: these are issues which must be addressed at the federal, state and local levels.

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[1] *American Library Association. Federal Legislative Policy. Adopted by the American Library Association Council, January 1973.*

II. SPECIFIC OBJECTIVES

A. To inform as many individuals as possible of the functions and importance of libraries, and of federal and state library programs, in order to enlist citizens, local and national officials and library employees alike in joint legislative efforts.

Understanding and appreciation must precede support, and the actual support of large numbers of voters as well as persons in key positions can produce favorable decisions by government at any level. It is ironic that libraries, whose role it is to furnish information, should find their own programs suffering from lack of public awareness.

B. To establish and maintain a timely flow of information on current library legislative proposals to all interested or potentially interested persons.

Accurate information about a proposal is essential if an individual or organization is to take effective action. Timeliness is also a major requirement in matters awaiting administrative or legislative decision. The very fact that the public is cognizant of actions being contemplated by officials insures a greater degree of responsiveness to public opinion on the part of the latter.

C. To assign specific responsibility for liaison with each member of the Congress and the state legislatures in order to insure his receipt of appropriate information and to provide feedback on his position.

While legislative bodies do have formal structures and procedures, it is important to realize that they are composed of distinct individuals, each with his own unique background and philosophy, and with a specific constituency to serve. With rare exceptions these are responsible persons who desire expert advice, particularly as to the effect of a given measure upon their constituencies. Their doubts and queries must be known in order to be satisfied, and knowledge of their positions, pro and con, is essential to those coordinating overall legislative strategy.

D. To maximize the effectiveness of the ALA Washington Office and its counterparts in those states where they exist or may be established.

An individual or team responsible for coordinating legislative action must operate on two fronts: the legislative body, with its committees, hearings, staff people and intricate procedures on the one hand; and library supporters and potential supporters on the other. No one office has sufficient manpower and funds to do both jobs thoroughly, and must depend heavily upon many people in the field, particularly in matters of public information and citizen action.

E. To avoid duplication of effort on the part of library organizations, national, state and local.

It is important for proponents of library legislation to stretch their human and financial resources to the maximum by developing clear lines of communication and action, and avoiding duplicate effort by parallel organizations. To achieve the latter involves continuing and strengthening ALA's working relationships with other national associations; sharing know-how with state chapters, and they with each other; and integrating activities undertaken on behalf of federal, state and local legislation.

III. A FEDERAL STRUCTURE WITH STATE COMPONENTS

A National Legislative Network for Libraries must be organized on the basis of the fifty states and the District of Columbia.

The logic of this approach derives from the structure of the Congress, whose members are elected by states or districts within the states and are most effectively reached at these levels. It is reinforced by the following additional facts:

Funds for most federal library programs are allocated to the states, where plans are developed and considerable administrative authority rests. The state administrations need input from the library associations.

Data on library service needs and the results of federal programs are available or can be collected by state agencies working closely with local authorities.

States themselves must assume larger roles in the provision and coordination of library services. State legislative programs require much the same approach as do federal ones and can utilize the same apparatus to a considerable degree.

Federal revenue sharing with states and local governments requires intensified effort at state and local levels to secure appropriate shares of such funds for library purposes.

While a network based upon special interests within the American Library Association (e.g., school libraries, college libraries, public libraries) has certain advantages in greater knowledge of, and commitment to, programs benefiting such areas, these are far outweighed by the ability of a unified approach to reach into every congressional district and bring the total weight of library proponents to bear upon every appropriate issue.

The role of the ALA divisions lies in *developing legislative programs* through their legislative committees, executive boards, the Legislation Assembly and the ALA Legislation Committee. *Securing legislative action* on programs is a responsibility of all members, whose numbers even so are far from adequate for the task.

IV. STATE LEGISLATION COMMITTEES

Every state library association should have a standing committee on legislation, to concern itself with all actions of the state government affecting the interests of libraries, library employees, and those of the general public in libraries.

Thirty-three out of thirty-six state library associations responding to a questionnaire in 1972 had legislation committees. More than half of the state associations of school libraries reporting had such committees also. (The term "government relations committee" is coming into vogue, more accurately connoting what should be a mutual exchange of information with government.)

A legislation committee should be broadly based, with representation from all types of libraries, both publicly and privately supported, and from library consumers.

There is no type of library, even in the private sector, which can remain untouched by state administrative or legislative action or which has no potential legislative needs.

Where there are two or more library associations within a state there should be close cooperation between their respective legislation committees, perhaps through interlocking memberships. Data can be pooled, programs coordinated and conflicting testimony avoided. To the extent that these committees are involved in legislative action they can materially assist each other in work with the legislature.

The head of the state library agency and the school library coordinator for the state should be members of, or meet with, the legislation committee.

These officials have important responsibilities in regard to the statewide development of library services. It follows that they have a keen interest in existing and future library legislation. Their knowledge and expertise can be invaluable to the deliberations of the committee. Their plans for library development must be fused with those of the library association or associations if substantial progress is to be made.

The legislation committee should be primarily one of deliberation, concerned with developing legislative programs and positions.

Final positions on major policy matters, in order to be binding must normally be taken by an association's governing body. Such bodies, however, need the advice of committees which have time for careful analysis and deliberation and which are conversant with the legislative process. When any committee of an association perceives a need for legislative action it should work with and through the legislation committee.

While most legislation committees are committees for both deliberation and action, the latter role must be questioned. The task of *directing* a legislative campaign is most efficiently left to one or two persons. (See *State Legislative Coordinators*, page 6.) On the other hand more people are required *in the field* to cover each legislative district than can possibly serve on a committee where deliberation in depth is necessary. (See *Legislative Contacts*, below.)

Confusion of roles among active proponents is a common occurrence in legislative campaigns, along with a tendency to allow a few people to do the bulk of work. Nowhere, however, is widespread participation more vital than in influencing a body of elected representatives of the people.

V. LEGISLATIVE CONTACTS

At least one person should be recruited and designated as official Legislative Contact with each congressman and each state legislator.

This one-to-one relationship is the best way of insuring complete coverage of a legislative body on an intensive basis and with two-way communication.

An individual assigned as Contact with a federal or state representative should normally be his constituent. Other things being equal a constituent is more likely to have access to a legislator, to gain his interest, and to elicit responses from him. The term constituent can be broadened to include a city or county librarian or library trustee whose jurisdiction includes all or part of a legislator's district. Where more than one Contact is assigned to a given legislator they must closely coordinate their activities.

The minimum number of individuals required to perform this function within a state is not necessarily the total of state legislative

districts, both upper and lower houses, and of congressional districts. Strategically any person can serve as Contact with two members of his state legislature, since he will have a representative in each house, and also with his Congressman. Trustees or administrators of large library systems serving several legislative and congressional districts can appropriately contact all of their representatives. An individual should be wary, however, of taking on more representatives than he has time to work with effectively.

A Legislative Contact should assume primary responsibility for informing his assigned representative about the functions and importance of libraries; specific federal or state library programs and how they have or can affect his district; the rationale behind pending legislation sponsored by the library association (state or federal); and the position of the appropriate association on all pending legislation which can affect libraries, their users and their employees.

To perform his task successfully the Legislative Contact must be knowledgeable about library legislative programs and current in his information.

The associations have a responsibility to provide him with both background material and progress reports on specific legislation. Beyond this he should be able to turn to an authoritative source for additional facts, preferably one designated individual in his state. On matters outside his special field he should not hesitate to contact another librarian in the area who can provide additional information and still relate the issue to the local district.

In time the representative or his staff will turn to the contact person for information and advice on library matters which come to the former's attention. A working relationship of this sort, arising from mutual confidence and respect, is the soundest possible basis for progress.

The Contact should be able to report back to the association his representative's position on each issue, and, if the latter has objections or reservations, what these are. Such feedback is invaluable in assessing the chances of a piece of legislation and determining such matters as timing, testimony and any desirable modifications.

VI. STATE LEGISLATIVE COORDINATORS

The primary responsibility for coordinating a legislative campaign should be vested in one person.

In a political campaign, strategy must be planned and changed as circumstances dictate: intelligence must be solicited from both the legislative front and the home front, synthesized and utilized; prompt, clear instructions must go out to all proponents without risk of delay or conflict; supporters must have a specific person to whom problems can be relayed and through whom answers can be secured. A single individual is best able to perform these functions, although he should avail himself of as much expert advice as is available to him.

The Legislative Coordinator requires sufficient time, support, staff and communication facilities to accomplish the tasks at hand.

The time required will vary in accordance with the importance and scope of the legislative program and with its various stages. Full time and even overtime work is not an unreasonable need during the height of a legislative session.

Support staff should include secretarial help, again measured by the size and intensity of the campaign. The more knowledgeable the staff can be about the program itself the better, since queries will inevitably be received during the principal's absence.

Communication facilities should at a minimum include a budget for telephone, telegraph and postage; copying and rapid duplication equipment; and the ability to provide instant input into appropriate publications. (See *Association Publications* and *Citizen Newsletters*, pages 11 and 12.)

The Legislative Coordinator should have the authority to make rapid policy decisions in the heat of a campaign with a minimum of procedural delay.

In the course of its passage through a legislative body a bill becomes subject to amendments at almost any point. Sometimes these can be considered at leisure, but more frequently, require almost instantaneous decisions. The membership of an association should delegate broad policy-making latitude to its governing body, preferably within the framework of a master plan for library development and a long-range statement of legislative policy.

The governing body, in turn, should be prepared to delegate temporary decision-making authority to a committee of its own or a membership committee on legislation. Finally, the Legislative Coordinator, chairman of the legislation committee and president of the association should have the power to make decisions when time prevents any broader consultation.

The choice of a Legislative Coordinator should reflect the association's legislative commitment, financial ability, organizational structure and the extent of its immediate legislative goals.

The commitment of time is frequently such that ideally the Legislative Coordinator should be salaried by the association. Rarely can an individual be found who combines the necessary knowledge, skill and interest with sufficient freedom from his own work. Such an individual, in fairness to himself and his employer, cannot be expected to continue in the post for more than a year or two, while solid legislative progress requires continuity of leadership over a longer period.

Nine state library associations employ full time executive directors. Four of these directors are located in the state capitals. These officers, especially the latter, are in good positions to function as State Legislative Coordinators, provided they have sufficient time free from other duties or have assistants who can act as their surrogates.

At least nine other states have part time executive secretaries. These associations and others may wish to establish full time executive positions with legislative responsibility. Alternately, a state may be prepared to appoint a Legislative Coordinator with secondary responsibility for internal association affairs. As a third approach a librarian might secure leave from his position to accept temporary appointment as Legislative Coordinator during the critical portion of a legislative session.

In all cases support staff and communication facilities must be available to the Coordinator. Even where a nonsalaried person is concerned it would be good policy to reimburse him for expenses.

A nonsalaried Legislative Coordinator should be the chairman of the legislation committee.

This is the most common practice and has the following advantages:

- It avoids the difficult task of defining distinct roles for the chairman and Coordinator.
- It gives the Coordinator direct access to the members of the committee for the purpose of submitting reports, calling meetings and eliciting decisions.
- It simplifies emergency decision-making, since the chairman/Coordinator and association president can more easily confer than can three individuals.

VII. LEGISLATIVE ADVOCACY WITHIN STATE CAPITOLS

Lobbying or legislative advocacy is an art in itself, requiring considerable experience, skill and commitment. It has become a career for many, or at least a full time occupation during legislative sessions. As in any field there are varying degrees of proficiency to be found, and a variety of individual approaches.

In the larger states, at least, very little legislation of significance (and that includes most money measures) is enacted without the ministrations of a competent advocate within the capitol building. For library associations the problems of enlisting such a person are many: 1) identifying a lobbyist with the proper contacts and skills whose reputation, affiliations and methods are appropriate for library programs; 2) affording the not inconsiderable fee of a professional advocate; 3) familiarizing the advocate with specific library programs and library services and funding in general. Such knowledge is necessary for assessing the impact upon libraries of much legislation not introduced by library interests and frequently without specific reference to libraries. The advocate's watchdog role cannot be overestimated.

It is the last problem particularly which leads many state library associations to entrust lobbying activities in the capitol to a librarian, usually the person coordinating legislative activity on the home front. That this approach is practical is demonstrated by the extraordinary success of ALA's Washington Office staff which ably performs both functions. Where a salaried Legislative Coordinator is employed he probably should serve as Legislative Advocate as well.

A nonsalaried Legislative Coordinator performing legislative advocacy must possess or acquire the necessary experience and skill, and have the additional time to devote to this aspect of the job (probably the most time-consuming of all). Proximity to the capital city will be a major factor, affecting time, cost and effectiveness.

The Legislative Advocate's chief stock in trade is his knowledge of legislative procedures; acquaintance with individual legislators and their staffs; and awareness of the moods, cross-currents, alliances and other intangible but potent forces in the capitol. This requires time far beyond that needed to present a particular bill.

A compromise approach is to share the services of a professional lobbyist with other education or professional organizations, and to do so for a limited period of time, corresponding to the life of a particular bill or bills. This will minimize the fee involved.

Still another solution is to employ a librarian, either between positions or on leave, on the same limited time basis. If one is to pay equal time for equal work, however, the cost would not be less—and might even be more if the librarian is not resident in the capital city and requires reimbursement for travel or subsistence.

Where they are not the same individual the closest possible working relationship should exist between the State Legislative Coordinator and the Legislative Advocate.

It is obvious that the Legislative Contacts and other workers, the membership of the association and the public must be kept informed by the Legislative Coordinator of the progress of a piece of legislation at each stage through which it passes if they are to take appropriate action. The Advocate, in turn, must obtain readings from constituents to guide him in his approach to individual legislators. When decisions are required which affect the substance of a measure it is the Legislative Coordinator who will have or share the authority to make them.

A close working relationship should exist between the State Legislative Coordinator on the one hand, and the state librarian and school library coordinator on the other.

While these public officials tend to labor under certain constraints in advocating legislation, they have access to information, support staff and communication facilities which can assist immeasurably in furthering common goals. As members of the state administration they have both the opportunity and the responsibility of informing those in still higher positions of library needs and of the merits or demerits of specific legislative proposals.

A distinction must be made between legislative advocacy on a one-to-one basis and more formal actions such as oral testimony before legislative committees or written statements of official positions. The appropriate individuals should be involved in each case. It is normal for a state agency head to present that agency's position. Frequently it is desirable for the president of an association to appear in its behalf in order to lend the greatest weight to the testimony, and major policy positions should go out over his name.

VIII. FEDERAL RELATIONS COORDINATORS

Each of the fifty state library associations and that of the District of Columbia annually appoints an individual to serve as that state's Federal Relations Coordinator. This person's role is to coordinate the promotion of federal legislation within the state based upon information and directions received from the ALA Washington Office. The posts have been in existence since shortly after the Office was established in 1945.

From the 1972 questionnaire (36 state library associations responding) a recent profile of Federal Relations Coordinators emerges. In only one instance reported was the person a salaried officer of an association. Fourteen were chairmen of their associations' legislation committees. Two chaired separate "Federal Relations Committees." Nine were listed as members of their associations' legislative committees. Six were not so listed, for only one of whom was there specific mention of his working with the committee. Two of the six were state librarians. Four association presidents did not respond to the query.

The position of Federal Relations Coordinator and State Legislative Coordinator should be combined.

The responsibilities of the two positions closely parallel each other. Federal legislative policy and overall strategy are, of course, the responsibility of ALA. The objects of information campaigns for

federal legislation are U.S. senators and congressmen rather than state legislators. The methods of informing them, however, are the same.

The Federal Relations Coordinator, no less than the State Legislative Coordinator, requires time, support staff and communication facilities. The machinery for informing legislators and the public, ranging from liaison persons to legislative newsletters and mailing lists of interested citizens, can do double duty, thus making maximum use of the resources available within each state.

The person assigned responsibility for coordinating federal legislative activity with a state should have the full support of all library associations within a state, and access to whatever legislative machinery exists.

ALA's federal legislative policy and activities affect all types of libraries. Where there is a state association of school librarians or other specialized organization it should see that the Federal Relations Coordinator for the state is fully informed about this field as it is affected by federal legislation. This done, its organization should contribute volunteers, access to its publications or mailing lists, and even financial support to further appropriate legislative action.

IX. KEY PROPONENTS

It is not possible instantly to communicate with all interested or potentially interested persons even in a small state. The cost of first class mail, to say nothing of wires or telephone calls, limits the speed and frequency with which one can be in contact with the entire membership of an association or large numbers of citizens.

The Legislative Coordinator should have available a list of key individuals who can be contacted immediately and relied upon for prompt action.

This list will largely be composed of Legislative Contacts (see page 5). To them should be added, if only for information purposes, the top officers of the association or associations; the members of the legislation committee or committees; and the head of the state library agency. If they are not otherwise included one should add the heads of major libraries in the state and other especially influential persons, both librarians and non-librarians, who have sufficient interest.

In general one cannot count on overnight delivery of even first class mail unless it is posted early in the day, and this should be done whenever possible. The Postal Service advises airmail for distances of 150 miles or more. It is wise to keep on hand sets of pre-addressed envelopes, and these can frequently be run off in quantity on addressing or duplicating machines. When a particular action is anticipated, a memorandum can be prepared in advance so that it can be posted without delay.

When received in institutions or offices of any size the legislative memorandum may not be handled as expeditiously as one would like. It is well to mark both the memorandum and the envelope in a distinctive way so that the urgency is apparent. Telegrams (or TWX transmissions where the equipment exists) have obvious advantages in speed and ability to command attention. The cost is greater and lengthy messages may be impractical.

Costly and time-consuming though they are, telephone calls are frequently the best method to employ. In addition to speed they

provide an opportunity for two-way exchange which can be important in resolving questions. Perhaps because they entail personal exchanges experience indicates that telephone calls tend to elicit a higher degree of response than do written communications.

When explaining a situation which is at all complex, or when giving instructions beyond the simplest, it is well not to depend upon a relay system, in which those persons called each call several others. Too much can be garbled or lost in the process. This method can be successful only when the groundwork is laid and a simple message is sufficient to trigger the desired response.

Copies of communications to legislators and other key persons should be sent to the State Legislative Coordinator.

In this way he can monitor and assess the activity within the state.

Communications received from legislators should be forwarded to the State Legislative Coordinator.

This feedback is essential in order to gauge progress and plan further strategy, both in the field and in the capitol.

X. ASSOCIATION PUBLICATIONS

Of 54 library associations responding to the 1972 questionnaire (38 states represented), only three publish legislative newsletters. Only three associations publish monthly newsletters which contain legislative information, and another five states have periodicals appearing five to six times per year with such news. Most associations publish only quarterly journals where frequency and lead time preclude dissemination of topical legislative news.

The American Library Association does an excellent job in this regard. Not only does its monthly journal consistently carry reports from the Washington Office, but the latter provides regular reports for another national library journal as well. All of this is in addition to the *ALA Washington Newsletter* and an occasional Urgent Memorandum issued directly by the Washington Office. (See *Information Flow from Washington*, page 13.)

The members of a library association should receive regular reports of legislative activity, and whenever time permits their direct participation should be solicited.

Anyone who pays dues to an association for the support of a legislative program has the right to be kept informed. Reports on legislation of import to libraries should appear regularly in all general association publications. Reports should also be given at annual conferences and regional or other meetings.

Unless the association has a monthly newsletter, and sometimes not even then, such reports will not be timely enough for reader response to a particular appeal. They will serve, however, to record progress and develop support for future programs. They will also educate the membership to the many ways in which legislation affects the interests of libraries and library employees.

Because timely information is necessary to elicit active membership support, consideration should be given to a legislative newsletter to be published as frequently as needed. It can take a format which is inexpensive to produce and mail.

XI. CITIZEN NEWSLETTERS

In the long run libraries will prosper only to the extent that citizens become interested in their well-being and express this interest to public officials. The most difficult but most important task in a successful legislative program is that of informing the public of program needs and the means by which they can be met.

A formidable array of obstacles must be overcome in reaching the general public: its tendency to take libraries for granted; its inability to visualize their developmental needs; its ignorance of their funding patterns; and widespread though not universal political and legislative naivete.

Each state should develop a citizen newsletter on library services and legislation.

For maximum credibility and impact such a newsletter should be published by a citizens' organization. This can range from a small committee of prominent names to a large organization with a statewide structure. It should be resolutely nonpartisan.

A large organization may have greater financial resources, but a small one can have greater freedom of action. In any event a mailing list should be assembled with the aid of librarians throughout the state to include the following elements:

- Local officials with responsibility for library service (e.g., city councilmen, school trustees, college administrators).
- Influential citizens who have or may develop an interest in libraries.
- Avid library users and supporters, regardless of position or influence.
- Individuals in the above categories resident in each state legislative district and each congressional district. (If possible, individuals in every county or township as well.)

The newsletter should be distributed without charge, since it is designed to have a long-range educational function as well as to solicit immediate response. It may be several years before an appreciable number of recipients become active library supporters. (Appeals for contributions to defray costs can be issued from time to time, particularly when there are important programs at stake.)

Costs can be minimized by such techniques as mimeograph or offset printing; a self-mailing format; paper address labels or plates; and a bulk mailing permit.

Such a newsletter can be mailed to the membership of the state library association as a substitute for its own legislative newsletter. In any event it should be sent to head librarians throughout the state so that they know what their constituents are being told.

If the mailing list can be coded and sorted by legislative district it can be used for selective appeals where key votes on a measure are being courted.

Supplementary fact sheets should be prepared as needed, and duplicated in quantity.

Concise one-page statements outlining a particular plight of libraries, the substance of a piece of legislation, or specific ways in which citizens can promote passage of legislation can be of considerable use to those on the mailing list. Frequently they will find an even larger audience as individuals distribute them to friends and community organizations.

XII. INFORMATION FLOW FROM WASHINGTON

The *ALA Washington Newsletter* is presently mailed to some 1800 individuals and institutions. The number of copies cannot substantially be increased without a loss of efficiency, i.e., greater production time and a corresponding time-lag in the information provided. Wider dissemination must be obtained through greater utilization of the present copies.

Less than half of the library associations surveyed in 1972 reproduce, except from, or summarize the *ALA Washington Newsletter* in their own membership publications. Of those which do, few are equipped to republish this information as quickly as it is received.

Information contained in the *ALA Washington Newsletter* should be republished in legislative newsletters and memoranda issued by library associations and in citizen newsletters.

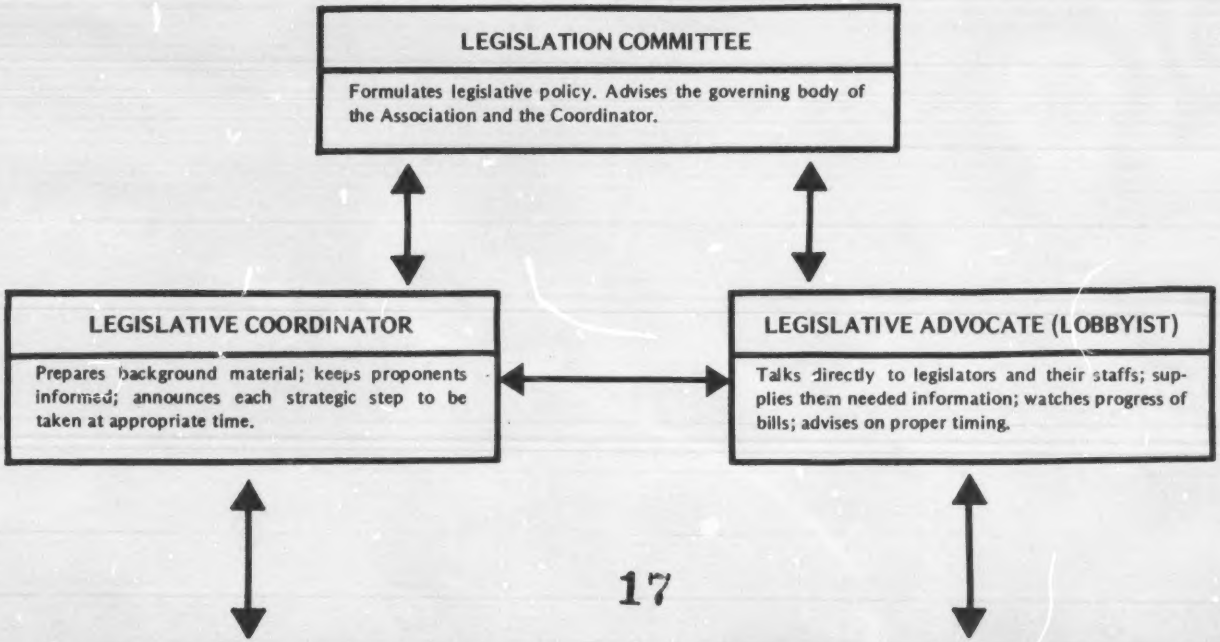
Every library which receives the *ALA Washington Newsletter* should make its contents instantly available to all interested employees, officials and citizens. In most institutions this can be accomplished by posting or rapid routing. In larger ones, especially those with branches, the contents should be republished in local bulletins. Issues of the *ALA Washington Newsletter* should be retained at least a year for reference purposes.

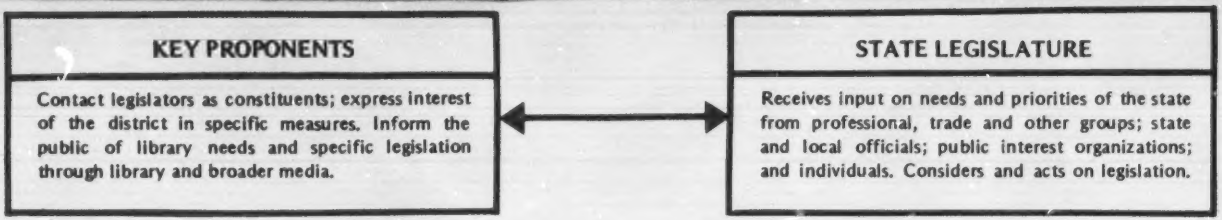
When urgent action is required the ALA Washington Office should be able to telephone or wire Federal Relations Coordinators with assurance that they will take the requisite action within their states.

Even when selective activity is all that is necessary the Washington Office cannot be aware of those persons who are the local contacts with individual congressmen or senators. When a nationwide push is needed, one telephone call or wire to each of the fifty states is all that the office should be required to make.

Copies of communications to Members of Congress and copies of their replies should be sent to the Federal Relations Coordinator for forwarding to the Washington Office.

Positions taken by Members of Congress are vital information to the Washington Office. The amount of activity within each state is important for both the Federal Relations Coordinator and the Washington Office in evaluating the operation of the network.


LEGISLATION COMMITTEE
Formulates legislative policy. Advises the governing body of the Association and the Coordinator.
LEGISLATIVE COORDINATOR
Prepares background material; keeps proponents informed; announces each strategic step to be taken at appropriate time.
LEGISLATIVE ADVOCATE (LOBBYIST)
Talks directly to legislators and their staffs; supplies them needed information; watches progress of bills; advises on proper timing.


KEY PROPONENTS
Contact legislators as constituents; express interest of the district in specific measures. Inform the public of library needs and specific legislation through library and broader media.
STATE LEGISLATURE
Receives input on needs and priorities of the state from professional, trade and other groups; state and local officials; public interest organizations; and individuals. Considers and acts on legislation.

COMMUNICATION CHART. Shown are key elements in a state legislative program, the chief responsibilities of each, and the lines of communication between them. In every instance, communication is to be considered two-way. The Legislative Coordinator and the Legislative Advocate may be the same individual. The Legislative Coordinator may also serve as chairman of the Legislation Committee. These interrelationships are discussed in the text. The role of the state librarian and school library coordinator will vary, but inevitably they are important figures in any library legislative program and their activities must be closely coordinated with the rest.